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ABSTRACT

This report presents results from an evaluation of the adequacy and effectiveness of South Carolina vocational education program delivery systems under the Carl D. Perkins Act and Job Training Partnership Act (JTPA). Data from nine Service Delivery Areas (SDAs) for Program Years 1988 and 1989 show allocations, expenditures, program performance, and achievement of performance standards. SDAs' responses are provided to survey questions regarding performance standards, services, and coordination. Responses from 41 of 113 surveys mailed to School District Vocational Coordinators and Vocational Center Directors and 12 of 16 surveys mailed to technical college JTPA coordinators relate to perceptions of JTPA and coordination with JTPA. Data from the JTPA State Administrative Unit includes funding distribution and responses regarding coordination with other groups; service to populations with serious barriers to employment; and performance standards. Findings include the following: (1) the perception is that smaller organizations are not as competitive in the grant process; (2) coordination is progressing; (3) SDAs desire to be more involved in planning and policy-making; (4) secondary education lacks fundamental knowledge about JTPA; and (5) performance standards are viewed favorably. Recommendations include orientation regarding JTPA; identification of ways to assess and document participants' skill levels; and better categorization of participant data. A list of state council members and a glossary are appended.) (YLB)

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A Review of Two Years of Coordination:
JTPA Programs
Secondary Vocational Education
Technical Education

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March, 1991

SOUTH CAROLINA COUNCIL ON
VOCATIONAL AND TECHNICAL EDUCATION

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THE COUNCIL COMMITTEE

Much of the work of the State Council is performed under the aegis of committees, finding that the committee structure is a viable mechanism for utilizing the various perspectives of the Council members. This study and subsequent preparation of the report were directed by the Federal Reports Committee of the Council. Members of this group are:

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March, 1991

A REVIEW OF TWO YEARS OF COORDINATION: JTPA PROGRAMS SECONDARY VOCATIONAL EDUCATION TECHNICAL EDUCATION

PURPOSE AND METHODOLOGY

WHAT IS THE ROLE OF THE SOUTH CAROLINA STATE COUNCIL ?

The State Council on Vocational and Technical Education is a separate state agency mandated by the Carl D. Perkins Vocational Education Act of 1984 (reauthorized as the Carl D. Perkins Vocational and Applied Technology Education Act, P.L. 101-392, September 25, 1990). The Perkins Act authorizes federal funds for vocational education, and each state must have a State Council, among other conditions, to be eligible to receive federal funds for vocational education. The Council does not operate any educational programs nor has any administrative authority over such programs. The Council does have, however, policy advice responsibilities for vocational education and technical education. The Perkins Act requires a comprehensive report from each State Council every two years regarding the state's vocational education, employment and training programs in the State.

WHAT IS THE PURPOSE OF THE BIENNIAL REPORT ?

The real value of the biennial report lies in its evaluation of state vocational education program delivery systems assisted under the Act and under the Job Training Partnership Act (JTPA), in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts. The JTPA establishes programs to prepare youth and unskilled adults for entry into the labor force, and affords job training to those economically disadvantaged individuals and others facing serious barriers to employment.

Public Law 98-524 requires the Council to *"(A) evaluate at least once every 2 years -*

"(i) the vocational educational program delivery systems assisted under this Act, and the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and (ii) make recommendations to the State Board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and (B) advise the Governor, the State board, the State job training coordinating council, the Secretary, and the Secretary of Labor of these findings and recommendations." [Sec. 112 (d)(9)]

Based on the data collected, the Council has the opportunity to make recommendations to the many State agencies and organizations involved in serving populations which include the unemployed, the underemployed, displaced workers, welfare recipients, the economically disadvantaged, and the handicapped.

The focus of the 1991 biennial report is the adequacy and effectiveness of the coordination that takes place between vocational education and the JTPA.

HOW WAS THE 1991 REPORT FORMAT DEVELOPED ?

The South Carolina Council on Vocational and Technical Education is a member of the National Association of State Councils on Vocational Education, or NASCOVE. In August of 1990, a NASCOVE Evaluation Seminar was conducted in St. Paul, Minnesota, and a set of common evaluation elements was developed to assist councils in planning and carrying out Federal reporting responsibilities. However, evaluations should be conducted in a manner which addresses the needs, issues, and concerns of each state individually.

The South Carolina Council's Federal Requirements Committee, the committee charged with the tasks of reviewing federal requirements, making recommendations for meeting the requirements, and participating in the preparation of reports or publications designed to meet the requirements, determined that an assessment instrument tailored to South Carolina needs, issues and concerns should be developed. However, the instrument incorporates questions addressing key common elements identified in the NASCOVE document in areas where it is appropriate to do so. This is done in the belief that, if the evaluation reports submitted by Councils address key common elements, the collective reports can make a powerful statement to Congress on how well vocational education and JTPA are impacting on the preparation and upgrading of our nation's work force.

WHAT DATA COLLECTION METHODOLOGY WAS USED?

After Council staff studied the common elements identified in the NASCOVE document, a set of questions was generated. The Federal Requirements Committee reviewed the proposed questions and proposed survey groups and approved a mail survey approach for gathering the data. Four survey groups were identified, and each group received a set of questions dealing with their individual areas of accountability:

1. All nine of the Service Delivery Areas (SDAs); it should be noted that two new SDAs have been created since PY 1989. The counties in these two new areas were previously a part of the Balance of State SDA and, consequently, did not respond to questions which required expenditure and client data for PY 88 and PY 89.

2. All South Carolina School District Vocational Coordinators and Vocational Center Directors (secondary education);

3. All South Carolina Technical Colleges (postsecondary).

4. The JTPA State Administrative Unit.

All four groups were asked to respond to a section of general questions on overall perceptions of coordination activities throughout the state.

THE JTPA DELIVERY SYSTEM

The South Carolina JTPA delivery system is responsible to the Governor, interpreted by the Governor's Job Training Council, and managed by the Employment and Training Division. The Governor's Office, Employment and Training Division (ETD), was the administrative entity for the JTPA program in South Carolina. Effective May 2, 1990, management responsibility for the state's JTPA delivery system was transferred to the Employment Security Commission.

Service Delivery Areas, or SDAs, are the districts within a state through which direct job training services are delivered. Each of the Service Delivery Areas in South Carolina has a Private Industry Council or PIC, which directs, interprets state policy directives, and manages the local JTPA system of activities and services in cooperation with other human service providers. The PIC shares overall policy and oversight responsibility for local programs with chief local elected officials. The PIC represents local business leaders who must make up a majority of its members. Whenever possible, half of that business majority should represent small businesses. Other PIC members represent education, organized labor, rehabilitation agencies, community-based organizations, economic development agencies and the local employment service.

Strong legislative mandates exist in both the Job Training Partnership Act and the 1984 version of the Carl D. Perkins Vocational Education Act, as well as the reauthorized Perkins Act, for coordination between education and job training providers. Such coordination efforts can increase efficiency and effectiveness of the service delivery system while decreasing duplication of services. The State Coordinating plan outlines coordination links with state agencies and organizations, and South Carolina's 1986 Employment Revitalization Act provides a framework for the development of memoranda of agreements between local technical colleges and secondary vocational education providers to coordinate services and articulate programs. In compliance with this legislation, South Carolina school districts have developed written agreements which outline coordination in the delivery of services in the areas of adult education, adult vocational education, and articulation.

RESPONSES FROM FOUR SURVEY GROUPS

SERVICE DELIVERY AREAS (SDAs)
Survey Group #1

During Program Years 1988 and 1989, the seven SDAs implemented Job Training Partnership Act policies set by the Governor's Job Training Council (GJTC) and interpreted by the Private Industry Councils (PICs). During Program Years 1988 and 1989, funds were allocated to the Governor for programs under the following titles:

Four survey groups were identified on page 2 of this report. This section provides information and the responses from the SDA survey group.

Description

Title II-A Basic Grant for Adults & Youth
- a. 78% Adult & Youth Programs (Allocated to SDAs)
- b. 8% State Education Coordination Grant
- c. 3% Older Individuals Training Program
- d. 6% Incentive and Technical Assistance
- e. 5% State Administration

Title II-B Summer Youth Employment and Training Program

Title III (EDWAA) Dislocated Workers Program

Title IV Veterans Employment Program

INDIVIDUAL SERVICE DELIVERY AREAS

PROGRAM YEAR 1988: ALLOCATIONS

Delivery Area	Total Allocations	78%	6%	3%	8%	Title II-B
SDA 1 (AOP)	2,770,782	1,739,581	78,728			952,473
SDA 2 (US)	2,522,406	1,741,690	81,177			699,539
SDA 3 (CSU)	2,284,541	1,380,107	90,030			814,404
SDA 4 (G)	1,203,215	781,918	46,273			375,024
SDA 5 (R)	1,323,065	851,857	28,842			442,366
SDA 6 (C)	1,640,817	1,127,363	51,154			462,300
SDA 7 (BOS)	17,662,030	11,437,659	531,832			5,692,539
STATE	3,921,828		329,265	1,070,231	2,522,332	
TOTAL	33,328,684	19,060,175	1,237,301	1,070,231	2,522,332	9,438,645

(AOP)Anderson, Oconee, Pendleton District; (US)Upper Savannah; (CSU)Cherokee, Spartanburg, and Union; (G)Greenville County; (R)Richland County; (C)Charleston County; (BOS)Balance of State.

INDIVIDUAL SERVICE DELIVERY AREAS

PROGRAM YEAR 1989: ALLOCATIONS

Service Area	Total Allocations	78%	6%	3%	8%	Title II-B	EDWAA
SDA 1 (P)	2,342,730	1,560,530	21,569			645,281	115,250
SDA 2 (US)	2,346,756	1,489,970	54,905			612,709	189,172
SDA 3 (CSU)	1,927,380	1,213,935	61,319			579,728	72,398
SDA 4 (G)	1,279,804	808,086	42,212			318,216	111,290
SDA 5 (R)	1,128,301	722,592				337,365	68,344
SDA 6 (C)	1,530,361	1,019,567	45,234			397,178	68,382
SDA 7 (BOS)	16,197,296	10,642,418	440,535			4,264,570	849,773
STATE	5,007,838		1,331,426	852,104	2,057,733		766,575
TOTAL	31,760,466	17,457,098	1,997,200	852,104	2,057,733	7,155,147	2,241,184

(P)Pendleton District; (US)Upper Savannah; (CSU)Cherokee, Spartanburg, and Union; (G)Greenville County; (R)Richland County; (C)Charleston County; (BOS)Balance of State.

INDIVIDUAL SERVICE DELIVERY AREAS

PROGRAM YEAR 1988: EXPENDITURES

Delivery Area	Total Allocations	78%	6%	3%	8%	Title II-B
SDA 1 (AOP)	1,242,303	629,470	28,842			583,991
SDA 2 (US)	1,734,877	1,026,402	51,154			657,321
SDA 3 (CSU)	2,150,168	1,380,107	90,030			680,031
SDA 4 (G)	1,891,234	1,503,330	81,177			306,727
SDA 5 (R)	1,099,016	682,480	46,273			370,263
SDA 6 (C)	1,960,070	1,444,219	78,78			437,123
SDA 7 (BOS)	17,200,099	10,841,607	531,832			5,826,660
STATE	3,204,604		278,990	829,824	2,095,790	
TOTAL	30,482,371	17,507,615	1,187,026	829,824	2,095,790	8,862,116

(AOP)Anderson, Oconee, Pendleton District; (US)Upper Savannah; (CSU)Cherokee, Spartanburg, and Union; (G)Greenville County; (R)Richland County; (C)Charleston County; (BOS)Balance of State.

INDIVIDUAL SERVICE DELIVERY AREAS
PROGRAM YEAR 1989: EXPENDITURES

Service Area	Total Allocations	78%	6%	3%	8%	Title II-B	EDWAA
SDA 1 (P)	2,291,027	1,554,332	21,569			645,381	91,314
SDA 2 (US)	2,164,848	1,415,841	54,905			595,671	153,336
SDA 3 (CSU)	1,650,009	1,133,791	61,319			456,919	59,299
SDA 4 (G)	1,255,416	839,895	42,212			310,101	105,420
SDA 5 (R)	1,100,367	722,507				327,741	50,119
SDA 6 (C)	1,362,407	925,819	45,234			382,440	54,148
SDA 7 (BOS)	15,492,512	10,623,309	440,535			4,111,118	758,085
STATE	3,560,186		760,950	443,724	1,655,925		699,587
TOTAL	28,876,772	16,549,720	1,426,724	443,724	1,655,925	6,829,371	1,971,308

(P)Pendleton District; (US)Upper Savannah; (CSU)Cherokee, Spartanburg, and Union; (G)Greenville County; (R)Richland County; (C)Charleston County; (BOS)Balance of State.

PY 1988 PROGRAM PERFORMANCE

Title II-A	Number	Title III	Number
Enrolled	8,015 Adults 6,913 Youth	Enrolled	4,352
Individuals Who Ended JTPA Participation	6,397 Adults 6,491 Youth	Individuals Ended JTPA Participation	2,475
Individuals Who Entered Employment	4,140 Adults 2,156 Youth	Individuals Who Entered Employment	2,044

PY 1988 PROGRAM PERFORMANCE

Title IV	Number	**Grand Totals**	Number
Enrolled	193	Total Individuals Enrolled	20,473
Individuals Ended JTPA Participation	193	Ended JTPA Participation	15,556
Individuals Who Entered Employment	106	Individuals Who Entered Employment	8,446
		Title II-B Summer Enrollments	9,384

Performance Objectives of July 1, 1988 through June 30, 1989 were reported as **objective achieved** in the areas of Total Participants, New Participants, Total Ended Participation, and Entered Employment (combined Job Training Programs II-A 78%, 8%, 3%).

Performance Standards of July 1, 1988 through June 30, 1989 were reported as **standard achieved** in the following:

Entered Employment Rate -- Adults
Average Wage at Placement -- Adults
Cost Per Entered Employment -- Adults
Entered Employment Rate -- Youth
Positive Termination Rate -- Youth
Cost Per Positive Termination -- Youth
Employability Enhancement Rate -- Youth
Entered Employment Rate -- Welfare Recipients

PY 1989 PROGRAM PERFORMANCE

Title II-A	Number	Title III	Number
Enrolled	6,306 Adults 6,617 Youth	Enrolled	5,259
Individuals Who Ended JTPA Participation	5,646 Adults 5,416 Youth	Individuals Ended JTPA Participation	4,630
Individuals Who Entered Employment	4,137 Adults * 1,991 Youth	Individuals Who Entered Employment	2,979 **

* (Entered Employment Rate 73.3% at Average Hourly Wage Rate of $5.26)
** (Entered Employment Rate 64.3% at Average Hourly Wage Rate of $6.28)

PY 1989 PROGRAM PERFORMANCE

Title IV	Number	**Grand Totals**	Number
Enrolled	39	Total Individuals Enrolled	18,211
Individuals Ended JTPA Participation	39	Ended JTPA Participation	15,731
Individuals Who Entered Employment	28	Individuals Who Entered Employment	9,135
		Title II-B Summer Enrollments	6,283

PERFORMANCE OBJECTIVES AND RESULTS

PERFORMANCE STANDARD REPORT
July 1, 1989 through June 30, 1990
Title II-A Job Training Program

Category	Standard	Actual
Entered Employment Rate -- Adults	66.57 %	74.3%
Average Wage at Placement -- Adults	$4.25	$5.26
Cost Per Entered Employment -- Adults	$4,006.00	$3,026.00
Entered Employment Rate -- Welfare Recipients	54.1 %	68.1%
Entered Employment Rate -- Youth (Out of School Programs)	58.6%	67.2%
Positive Termination Rate -- Youth	72.8%	58.5%
Cost Per Positive Termination -- Youth	$4,752.00	$2,805.00
Employability Enhancement Rate -- Youth	39.9%	49.1%

[Allocations, expenditures, funding, and performance data gathered from the Job Training Partnership Act: Annual Report to the Governor, Program Years 1988 and 1989, compiled by the Governor's Job Training Council, Employment and Training Division.]

SERVICE DELIVERY AREAS (SDAs) RESPONSES

Each of the existing nine Service Delivery Areas received the same survey form and follow-up request for information on distribution of II-A funds. As explained earlier, the report covers Program Years 1988 and 1989, so the financial data for the two new SDAs, 7 and 8, are not available individually because they were a part of Balance of State. This report records their responses to questions regarding performance standards and coordination. The follow-up information requested on distribution of II-A funds will not be reported because the data was not supplied to the Council by all of the SDAs. South Carolina's JTPA Service Delivery Areas (PY 1990-91) are:

SDA 1
- Anderson
- Oconee
- Pickens

SDA 2
- Greenwood
- Laurens
- Edgefield
- Abbeville
- McCormick
- Newberry
- Saluda

SDA 3
- Spartanburg
- Cherokee
- Union

SDA 4
- Greenville

SDA 5
- Richland

SDA 6
- Charleston

SDA 7
- Chesterfield
- Darlington
- Dillon
- Florence
- Marion
- Marlboro

SDA 8
- Aiken
- Allendale
- Bamberg
- Barnwell
- Calhoun
- Orangeburg

SDA 9 (Balance of State)
- Beaufort
- Berkeley
- Chester
- Clarendon
- Colleton
- Dorchester
- Fairfield
- Georgetown
- Hampton
- Lexington
- Horry
- Lancaster
- Jasper
- Kershaw
- Lee
- Williamsburg
- Sumter
- York

SERVICE DELIVERY AREA (SDAs) RESPONSES Section I of Survey PERFORMANCE STANDARDS

Question: HOW DO PERFORMANCE STANDARDS INFLUENCE RECRUITMENT AND/OR ENROLLMENT PRACTICES?

Response: *"The performance standards and related PIC sanctions policy guide each grantee's recruitment and/or enrollment practices toward achieving the desired program outcomes. Impact on participants is greater when outcomes are measured.*

Response: *"JTPA contractors are required to meet specific target group goals as a part of their contract. These goals are set by the Private Industry Council because of performance standard requirements set by the U.S. Department of Labor and the SC Governor's Job Training Council."*

Response: *"Enrollment of welfare recipients, youth drop outs and in-school youth is emphasized."*

Response: *"Performance standards influence recruitment and/or enrollment in a positive manner. With limited funds available, it encourages diagnostic assessment of individuals to determine their interest and capabilities prior to enrollment."*

Response: *"The _____ Private Industry Council's Performance Committee reviews performance standards on a regular basis to see if most in need clients are being served--if standards are not met, the Marketing Committee coordinates between agencies/school district to recruit those clients in need of services--Coordination between committees and community based organizations assist in measuring performance, most-in-need and recruitment to achieve program outcomes."*

Response: *"Performance standards do not influence recruitment or enrollment negatively. We try to recruit and enroll as many clients as possible to meet certain target populations i.e., AFDC recipients, at-risk youth, etc."*

Response: *"Performance standards, set both nationally and at the state level do indeed affect the recruitment and/or enrollment practices of the SDA. For example, this year, the national performance standards call upon states to serve individuals most in need with JTPA funds. The SDA is therefore putting less emphasis on the cost of providing services to individuals assuming it will cost more to serve a more needy population. We are encouraging our service providers to recruit more AFDC recipients and persons lacking basic skills and/or high school diplomas. In turn the State is monetarily rewarding SDAs for the number of GEDs attained and for serving a certain percentage of welfare recipients."*

Response: *"First and foremost, priority is given to reduce welfare dependency and serve those most in need, therefore, the following are prime target groups: AFDC, Economically Disadvantaged, Dropouts, Not in the Labor Force, minorities, those reading below the 7th grade and the handicapped. Secondarily, it is known that if the terminees have these characteristics, the performance standards are favorable lowered or favorably raised, if a cost standard. There are also constraints which will limit service to those who cannot benefit. Such individuals may include those with unacceptable reading, math or writing capabilities. With the exclusion of State and National cost standard "as core" standards, enrollment is occurring for those who may have ordinarily been assessed as not being able to benefit."*

Response: *"The State Job Training Coordinating Council sets performance standards in conjunction with what has been established by the Secretary of Labor. These standards have a great deal of influence on recruitment and/or enrollment. If you miss a certain number of these standards, you are sanctioned by the State. Each Service Delivery Area (SDA) has a two-year period to meet standards."*

SDA RESPONSES
Section II of Survey
SERVICES AND
COORDINATION ACTIVITIES

Question B. 1. WHAT JTPA PROGRAMS HAVE BEEN PROVIDED BY SECONDARY EDUCATION AGENCIES AND INSTITUTIONS IN YOUR SDA?

Response: The following programs provided by secondary institutions or agencies were among those listed in the responses by the seven SDAs that were in existence during the program years under consideration.

Summer Youth Remediation
STARS Program
Dropout Prevention
Youth Prevocational Training in Summer
Pre-Employment Training
Work Maturity Program
Tryout Employment
Vocational Exploration
Academic Remediation
Work Experience

Question B. 2. IF SUMMER YOUTH EMPLOYMENT AND TRAINING PROGRAMS HAVE BEEN PROVIDED IN YOUR SDA, PLEASE PROVIDE READING AND MATHEMATICS SKILLS LEVELS FOR THOSE ELIGIBLE YOUTH SERVED (Sec. 253.(b), JTPA).

Response: Only one SDA was able to provide complete data for Program Years 1988 and 1989 for both reading and mathematics skills levels. The other six supplied incomplete data or did not report data. Two did not supply data as they were a part of the balance of state for the program years surveyed.

Question B. 3. WHAT JTPA PROGRAMS HAVE BEEN PROVIDED BY POST-SECONDARY EDUCATION AGENCIES AND INSTITUTIONS IN YOUR SDA?

Response: Three SDAs provided a listing of providers but not programs. Two specified providers and listed only the general terms *"classwork training"* or *"occupational training"* without being specific. Two SDAs provided lists of programs and providers, and two did not supply data as they were a part of the balance of state for the program years surveyed. Programs listed by SDAs were:

Dropout Program
DE & Vocational Skills Program
Individualized Needs
LPN Training

Question B. 4. ARE SECONDARY AND POSTSECONDARY INSTITUTIONS AND LEAs ON THE MAILING LIST FOR RFPs? IS THE DISTRIBUTION ON THE STATE LEVEL OR DO INDIVIDUAL TECH COLLEGES AND/OR SCHOOL DISTRICTS IN YOUR AREA RECEIVE NOTIFICATION?

Response: All SDAs confirmed that secondary, postsecondary institutions and LEAs are on the mailing list for RFPs, and both tech colleges and school districts receive notification.

Question B. 5. DO SECONDARY INSTITUTIONS RESPOND TO RFP's, IF NOT WHY?

(No tally due to inconsistency or brevity of individual responses)

Question B. 6. WHAT ARE THE STRENGTHS OF THE RFP/GAR PROCESS USED BY JTPA?

Response: Comments were favorable regarding the RFP/GAR process used by JTPA. SDA remarks included the following positive points:

- √ well-defined scope of work section
- √ explicit statement of program design and performance outcomes
- √ competition for funds encourages cost effectiveness
- √ past JTPA performance is considered in the award of monies
- √ competitive bidding/procurement
- √ process is flexible and gives all interested parties an opportunity to participate.

Question B. 7. DO ANY GROUPS OR INSTITUTIONS TEND TO BENEFIT MORE THAN OTHERS IN THE RFP/GAR PROCESS?

Response: Even SDAs said that no groups or institutions tend to benefit more in the RFP/GAR process. Two claimed that familiarity with procedures and "old hat" JTPA providers benefit more from the RFP process.

Question B. 8. ARE THERE STIPULATIONS IN RFPs/GARs THAT PREVENT A RESPONSE TO THEM, OR ARE THERE CONDITIONS IMPOSED BY JTPA WHICH INHIBIT RESPONDING?

Response: Eight SDAs reported that there are no stipulations that prevent a response, nor are there conditions imposed which inhibit responding. One SDA suggested that a misunderstanding of the allowable activities under the RFP, the response deadlines, or significant weight placed on past performance may inhibit new service providers and those which had poor performance previously.

SDA RESPONSES
Section III of Survey
COORDINATION WITH OTHER GROUPS

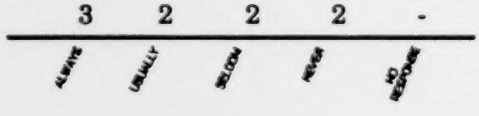
Question 1: WHO IS YOUR SDA'S REPRESENTATIVE ON THE PIC FROM SECONDARY VOCATIONAL EDUCATION?

Response: All nine SDAs were able to identify by name the representative on the PIC from secondary vocational education.

Question 2: TO WHAT EXTENT ARE THE FOLLOWING ACTIVITIES OR ARRANGEMENTS UTILIZED TO COORDINATE PLANNING AMONG PICs, SDAs, SECONDARY/TECH EDUCATION AND VOCATIONAL EDUCATION?

[The responses tallied below reflect the number of SDA responses reporting in each category out of the nine reporting SDAs.]

a. Joint planning of JTPA or Perkins-funded activities.



b. Review of grants/applications for JTPA or Perkins funding.

-	4	3	1	1
ALWAYS	USUALLY	SELDOM	NEVER	DON'T KNOW

c. Common or cross representation on vocational advisory committee and PICs.

-	6	2	-	1
ALWAYS	USUALLY	SELDOM	NEVER	DON'T KNOW

d. Is there an exchange of program listings among PICs, SDAs, Secondary/Tech Education and Voc Education?

-	3	4	1	1
ALWAYS	USUALLY	SELDOM	NEVER	DON'T KNOW

e. Are there cooperative agreements, written or informal, among these groups? If so, please list them.

-	3	2	2	2
ALWAYS	USUALLY	SELDOM	NEVER	DON'T KNOW

Question 3: PLEASE PROVIDE A BRIEF STATEMENT OF YOUR PERCEPTION OF COORDINATION AMONG JTPA, VOCATIONAL EDUCATION, SECONDARY EDUCATION, AND POSTSECONDARY EDUCATION IN THE STATE.

Response: *"I do not feel that there is any real coordination between these various groups. Each group is 'turf protecting' and not taking the overall benefit of the student-/participant into consideration. I do not know who (as a single person, or a single agency) can change this. Although this coordination is called for in each piece of legislation, who is responsible for defining 'coordination.' The burden of coordination always seems to rest with JTPA."*

Response: *"Coordination between JTPA & Postsecondary education is very strong -- JTPA financial support provided -- More difficult to integrate JTPA in secondary schools during the school year -- Coordination needs to be initiated and promoted by State officials with follow-up by the same to determine results -- [SDA] JTPA officials are required by JTPA State Officials and are always attempting to do a better job at promoting coordination. Appears to be one-sided, though there have been very few other service providers initiating the opportunity to coordinate with us."*

Response: *"My own perception is that coordination among JTPA, Vocational Education, Secondary Education, and Post Secondary Education is weak, at least in the _____ region of the State. More services could be provided with the funds available if we would work together. This is the goal of the _____ SDA."*

Response: *"I don't feel there is adequate coordination especially with vocational education. As previously stated, this SDA currently contracts with the _____ County School District and _____ Technical College. There should be more and better coordination."*

Response: *"Joint planning, policies and coordination are key issues that need to be more defined -- efforts are being made through committees of this PIC to assist in these areas -- it is much needed but improvements are obviously present -- agencies participating have proven to be of value ...."*

Response: *"The coordination between the agencies could be improved, but the linkages are building every year."*

Response: *"More coordination needs to be done ...."*

Response: *"In the _____ SDA, the working relationships between SDA staff, JTPA Contractors, Vocational education, secondary education and post [secondary] education is very positive. Educational representatives are members of the Private Industry Council and provide input to Job Training Plans, target group goals, etc. It does seem, however, that the coordination may be one sided. SDA staff have never received a request to comment or provide input to Carl Perkins funded activities."*

Response: *"_____ is currently conducting a study for the Governor's Job Training council to facilitate joint planning, policy, and coordination among JTPA administrative elements and human resource agencies at the state & local levels -- Coordination needs to be more refined and possibly more formal."*

SECONDARY VOCATIONAL EDUCATION RESPONSES
Survey Group #2

(SCHOOL DISTRICT VOCATIONAL COORDINATORS AND VOCATIONAL CENTER DIRECTORS)

In South Carolina, the term "vocational education" generally refers to the occupational preparation programs offered at the secondary level and under the jurisdiction of the State Board of Education, which also serves as the State Board for Vocational Education. South Carolina's vocational education system consists of both secondary vocational education programs and post-secondary technical college vocational education programs which serve as a training delivery system. Many skill training services are provided through the Job Training Partnership Act (JTPA), with the skill training actually produced in many instances by vocational-technical education institutions. Vocational education is a state and local function assisted by federal government to attain broad national goals as well as state-generated economic development objectives. JTPA is a federal program implemented by state and local governments with federal funds in accordance with federal regulations. The Perkins Act and JTPA programs parallel each other in their objectives to develop improved links to the private sector and service to individuals who have characteristics that limit their opportunities in the labor market.

The state has fifty-one (51) area vocational centers and two hundred thirty-three (233) secondary schools in ninety-one (91) districts. The State Department of Education's 1989-90 Annual Report for Vocational Education (A requirement of the Employment Revitalization Act of 1986) lists the following enrollment figures for secondary vocational education courses:

Fiscal Year	Students Enrolled
FY 1988	114,044
FY 1989	105,937
FY 1990	108,481

These reports also cite a high placement percentage for those students identified as secondary vocational education graduates who completed occupational programs and who were available for placement.

SECONDARY EDUCATION INDIVIDUAL RESPONSES

A survey was mailed to the director of each of the fifty-one area vocational centers in the state, with an identical survey being forwarded to the school district vocational director/coordinator for each one of the school districts as identified on the Office of Vocational Education comprehensive listing dated September 1990.

Unlike the response rate for the SDAs, less than half of the school district directors/coordinators and vocational center directors who were mailed the survey elected to take part in the survey. Only 41 of the 113 surveys mailed were returned to the State Council, despite a second mailing requesting their participation.

SECONDARY EDUCATION RESPONSES
Section I of Survey
PERCEPTIONS of JTPA

Question 1. DO YOU RECEIVE SUFFICIENT NOTICE FROM JTPA OF A GAR SO THAT A RESPONSE OR PROPOSAL CAN BE PREPARED?

Response: *25 of the 41 responding (61%) answered they do receive sufficient notice from JTPA. 8 of the 41 answered no, and 8 had no response to the question. Other comments included:*

"For general Title II-B Funds, but not for special/innovative project fundings."

"We receive no notice from the State JTPA."

"What is a GAR?"

"Not involved with JTPA"

"Yes, we do. However, with the transition from State DET to local COG as a sponsor, GARs response time was limited, however, we do not foresee this problem in the future since the transition has been completed in a smooth manner. However, under the local COG, II-A contracts were extended for this transition."

"I am not familiar with a "GAR"--have never received one to my knowledge."

Question 2. WHAT ARE THE STRENGTHS OF THE RFP/GAR PROCESS USED BY JTPA?

Excerpted Responses:

"Meet minimum requirements of the Act."

"I am not familiar with this process unless it refers to the federal grant applications available annually for CBOs, displaced homemakers, etc. Since our school district is relatively small and does not have an adult component, we have not applied for any of these."

"Detailed instructions; clear definition of the "scope of work" and elements."

"The JTPA is able to mainstream the RFP/GAR process to benefit the needs of the community and students."

"understandable; brief response required; modifications possible"

"Gives ample opportunity to describe program and methods to meet needs of clients."

"Response time for grant submission; information on various grants; priority funding service need areas"

"The strengths of the RFP/GAR process used by JTPA are: (1) offers the same opportunities to all applicants; (2) An offerors' conference is scheduled to answer questions and/or request additional information prior to submission of RFP/GAR; (3) There are two types of grants to choose from; cost reimbursement or fixed price performance."

"Summary of documentation requirements were easy to read."

"Representatives of the JTPA Program provide a workshop for those school districts that are interested in writing a grant. Help and needed assistance are provided by phone. JTPA representatives will even assist with the writing of the project."

"Allow for program diversity; provides for a thorough review process."

"Flexible to local groups willing to use them."

"Funds flow to systems where grant writing staffs exist."

"We were furnished a very effective office assistant/clerical person this past summer. The person was/is a _____ student and we hope to use the same student next summer."

Question 3. DO ANY GROUPS OR INSTITUTIONS TEND TO BENEFIT MORE IN THE RFP/GAR PROCESS?

Response: 14 of the 41 responding (34%) said yes, some groups or institutions tend to benefit more in the process; 13 (32%) said no; and 14 (34%) had no response. Other comments included:

"I would think that larger school districts could benefit more because they are more apt to have adequate administrative staff to investigate and work through all grant possibilities."

"Technical colleges tend to benefit more than Adult Education Centers in client's interest/enrollment. In the private sector, cosmetology schools tend to benefit more with a higher degree of clients enrollment than other institutions in the private sector."

"Public Schools (secondary) and Voc. Rehab. Centers"

"Large bureaucracies"

"Because of the numerous forms and paperwork required to prepare the RFP, I would think those agencies with larger staffs have an edge in preparing the RFP."

"Groups which have designated grant writers on staff."

"Groups"

"Yes, those institutions with staff time for grant writing and monitoring."

"Schools with professional-full time grant writers seem to have the advantage."

Question 4. ARE THERE STIPULATIONS IN RFPs/GARs THAT PREVENT A RESPONSE TO THEM, OR ARE THERE CONDITIONS IMPOSED BY JTPA WHICH INHIBIT RESPONDING?

Response: 18 of the 41 respondents (44%) stated that there were no stipulations or conditions imposed by JTPA which inhibit responding; 10 (24%) claimed that there were such stipulations or conditions; 13 (32%) had no response to the question. Excerpted comments included:

"Somewhat cumbersome due to details and information required by the federal regulations."

"Deadline dates are to[o] close to receipt of the proposal."

"Time frame and budget restraints are restrictive."

"We have been involved with the program for several years. There have always been open lines of communication."

"We cannot reply. We do not receive any

information about RFPs/GARs."

"Requires staff time to figure out what can be done and carry the program out; Paperwork."

"The deadline for questions prior to attending GAR conferences. There are times when 'other' questions may arise when you are already in attendance, yet you are bound by that deadline, when there should be more flexibility given for an opportunity to ask additional/spontaneous questions which would greatly help in agency's GAR preparation/planning."

"Too involved a process for, in some cases, too little funds. Instructions not clear that come with application."

"Exorbitant amounts of paper work and record keeping required to stay out of trouble."

SECONDARY EDUCATION RESPONSES
Section II of Survey
COORDINATION WITH JTPA

Question 1. IN YOUR SERVICE DELIVERY AREA (SDA), WHO IS THE REPRESENTATIVE ON THE PIC FROM SECONDARY VOCATIONAL EDUCATION? FROM THE TECH COLLEGE(S)?

Response: 25 of the 41 respondents (61%) could not identify the representative on the PIC from secondary vocational education for their respective service delivery areas; 16 (39%) were able to identify the representative. The same respondents who were able to identify the secondary vocational education representative were able to identify the representative from the tech college. There were brief remarks included on a few of the surveys:

"PIC--minimum effectiveness--should be merged with stronger vocational advisory council on local level."

"Members of the PIC Council are not communicated to local"

"We do not have a PIC."

"I do not know. I suppose our Supt. We are not notified of meetings."

"I was a member in 1984-86. I don't know what has happened over the past 4-5 years."

Question 2. TO WHAT EXTENT ARE THE FOLLOWING ACTIVITIES OR ARRANGEMENTS UTILIZED TO COORDINATE PLANNING AMONG PICs, SDAs, AND SECONDARY/TECH EDUCATION AND VOC EDUCATION?

a. Joint planning of JTPA or Perkins-funded activities

N =	1	9	14	9	8
	2%	22%	34%	22%	20%
	ALWAYS	USUALLY	SELDOM	NEVER	NO RESPONSE

b. Review of grants/applications for JTPA or Perkins funding

N =	2	9	13	10	7
	5%	22%	32%	24%	17%
	ALWAYS	USUALLY	SELDOM	NEVER	NO RESPONSE

c. Common or cross representation on vocational advisory committee and PICS

N =	3	15	6	8	9
	7%	37%	15%	20%	22%
	ALWAYS	USUALLY	SELDOM	NEVER	NO RESPONSE

(Percentages may not total 100% due to rounding)

d. Is there an exchange of program listings among PICs, SDAs, Secondary/Tech Education and Vocational Education?

	ALWAYS	USUALLY	SELDOM	NEVER	DON'T KNOW
N =	1	15	12	5	8
	2%	37%	29%	12%	20%

e. Are there cooperative agreements, written or informal, among these groups?

	ALWAYS	USUALLY	SELDOM	NEVER	DON'T KNOW
N =	3	9	14	6	9
	7%	22%	34%	15%	22%

(Percentages may not total 100% due to rounding)

QUESTION 3. PLEASE PROVIDE A BRIEF STATEMENT OF YOUR PERCEPTION OF COORDINATION AMONG JTPA, VOCATIONAL EDUCATION, SECONDARY EDUCATION, AND POST SECONDARY EDUCATION IN THE STATE.

Excerpts from Responses:

"We don't deal with JTPA. There is a little coordination between Voc. Ed and Post Secondary Educ."

"Although JTPA provides for coordination, the vast majority of the coordinating is from the vocational education (secondary) and secondary education. In our area, post secondary contacts are hard to achieve due the varying schedules of each."

"Efforts to supplement drop-out prevention efforts should be coordinated with Voc & JTPA. In our county with which I am most familiar, close coordination occurs between the schools and JTPA."

"Sporadic. Teacher and/or program specific. Politically and $ driven."

"Coordination is weak because we have not been able to attend all of the activities that are available."

"(1) Each is doing 'their own thing'--only at local voc or tech center is there any real coordination or efforts made to fully utilize resources available--state and federal; (2) 'Turfdom' creates obstacles to really getting anything done at local point of delivery level; (3) Few in these agencies have much of an idea what others are doing! For example, JTPA-Youth model in SC has evolved to be excellent service for at risk, disadv. youth but SDE & PSE have little understanding how it really works & funding reductions and DOL regs have about killed it in most school districts."

"We have an excellent working relationship with our local JTPA office. A representative from each of these agencies serve on an advisory council at our Center. This is all the contact we have with JTPA and the PIC council."

"There is a minimum amount of coordination on the local level. Tec programs and school district programs serve two totally different populations."

"No awareness of coordination."

"The coordination is not as good as it should be due to constant changes in members of PIC. The coordination has improved in the past three years and should continue to improve as persons become aware of the need."

"The cooperation among these groups could be better."

"Usually coordination is adequate. However there are times that a 'general convocation' of all parties could be helpful."

"Coordination of effort among these groups in our county is excellent."

"Vocational, secondary and post secondary education have an increasingly better coordination process. JTPA has not been involved in vocational education except on a limited basis."

"Coordination has improved in the past two years. I'm not sure how or where JTPA fits into this coordination. I periodically contact JTPA agency personnel to try to determine what types of programs are applicable to students in our school. I find the programs confusing and often not applicable to our situation. I would like to have a clear understanding of the roles of all the agencies involved with JTPA but at this point I don't."

"I think we work at odds with each other. Each group appears to be more interested in territorial rights than the benefit of the kids."

"The coordination for planning for vocational offerings is excellent amongst vocational education, secondary education and post secondary education (particularly with the TEC system)."

"A better tracking system of services provided by all entities above should be in place."

"Very little."

"Fair among JTPA, Vocational Education and secondary education; poor between secondary education and post secondary education."

TECHNICAL COLLEGES
Survey Group #3:

The postsecondary technical education (Tech) system is comprised of sixteen technical colleges, including at least three multi-campus colleges, that are strategically located throughout the state. The role of the Tech system was expanded in 1972 to include college-parallel programs awarding Associate of Arts or Science degrees, which are now offered at a number of the colleges. The Tech system typically serves more than 50,000 people in its certificate, diploma and associate degree programs. The technical colleges also serve many individuals in continuing education courses. In addition, there is a great amount of participation in community service (non-credit) short courses. The state-level board for policy, coordination and General Funds distribution is the State Board for Technical and Comprehensive Education (SBTCE).

Each of the sixteen technical colleges was mailed a survey; of the sixteen, twelve technical college JTPA coordinators responded.

TECHNICAL EDUCATION RESPONSES
Section I of Survey
PERCEPTIONS OF JTPA

Question 1. DO YOU RECEIVE SUFFICIENT NOTICE FROM JTPA OF A GAR SO THAT A RESPONSE OR PROPOSAL CAN BE PREPARED?

Response: 10 of 12 respondents (83%) thought that notice from JTPA was sufficient; 2 (17%) replied that there was not sufficient notice.

Additional remarks were:
"Sufficient notice is usually received; However not in all circumstances."

"Should be extended to 90 days."

"Usually there is about 30 days lead time. It would help if we could know when the GAR is coming out."

Question 2. WHAT ARE THE STRENGTHS OF THE RFP/GAR PROCESS USED BY JTPA?

Response: *"Equal access to available monies. All agencies have equal opportunity to apply for available funds; exact requirements for RFP/GAR are spelled out including deadlines."*

"It allows you to be creative. It allows you to implement new programs and not routinely perform the same programs year after year. It is very detailed which makes program managers proactive."

"Specific instructions are given in JTPA RFP/GAR package. Also the evaluation criteria is clearly established."

"It offers the opportunity for various entities to submit proposals for job training. An additional strength is the provisions made to provide specific and detailed guidelines required in the completion of the response package."

"It gives everyone the opportunity to respond to the RFP/GAR."

"Each training area is divided into individual categories."

"1) RFP/GAR process provides for all potential contractors to have a chance to apply. Therefore the procedure is fair to all. 2) Administration entity staff provide RFP-/GAR pre-proposal/application meetings to answer contract questions."

"Clear instructions--weakness in GAR stipulations do not correspond with work statement requirements. Requirements are added to workstatement that were not bid on in the GAR process."

"This process provides for competitiveness among service providers. The format is well structured and provides for data on past performance and needs assessment."

"Offers the same opportunities to all applicants; an offerors' conference is scheduled to answer questions and/or request additional information prior to submission of RFP-/GAR, and there are two types of grants to choose from, cost reimbursement or fixed price/performance based."

Question 3. DO ANY GROUPS OR INSTITUTIONS TEND TO BENEFIT MORE IN THE RFP/GAR PROCESS?

Response: 7 of the 12 respondents (58%) answered that no groups or institutions tend to benefit in the process; 5 (42%) believed that some groups or institutions do benefit in the process.

Comments were:

"First time responders may have a problem."

"Continuing contractors already know the application process."

"It allows this institution to select the types of training offered based on job availability in the area."

"The GAR requests your experience(s) with a particular program during the last two years."

"Possibly groups with past JTPA experience and/or strong performance in certain areas."

"It appears that the PIC board is comprised of members whose agencies or institutions usually receive large grant awards."

Question 4. ARE THERE STIPULATIONS IN THE RFPs/GARs THAT PREVENT A RESPONSE TO THEM, OR ARE THERE CONDITIONS IMPOSED BY JTPA WHICH INHIBIT RESPONDING?

Response: 10 of the 12 respondents (83%) stated that there are no stipulations or conditions imposed by JTPA which prohibit them from responding; 2 (17%) believed that such stipulations or conditions did exist and reported the following comments:

"There are conditions that inhibit response, e.g., any appearance of less-than-adequate management capability might be interpreted as a potentially less-than-adequate contractor, resulting in no award."

"If GARs are sent in time, needs assessment letters from employers can be processed in time by the agency submitting proposal. The activity plan sheet is very confusing because of form design. A simple form should be developed where each quarter is addressed individually regarding projected enrollment."

TECHNICAL EDUCATION RESPONSES
Section II of Survey
COORDINATION WITH JTPA

Question 1. IN YOUR SERVICE DELIVERY AREA (SDA), WHO IS THE REPRESENTATIVE ON THE PRIVATE INDUSTRY COUNCIL (PIC) FROM SECONDARY VOCATIONAL EDUCATION? FROM THE TECH COLLEGE(S)?

Response: 7 of the 12 respondents (58%) were able to identify by name the representative from both secondary vocational education and the tech college.

Question 2. TO WHAT EXTENT ARE THE FOLLOWING ACTIVITIES OR ARRANGEMENTS UTILIZED TO COORDINATE PLANNING AMONG PICs, SDAs, AND SECONDARY/TECH EDUCATION AND VOC EDUCATION?

a. Joint planning of JTPA or Perkins-funded activities.

N =	-	4	2	5	1
		33%	17%	42%	8%
	ALWAYS	USUALLY	SELDOM	NEVER	NO RESPONSE

b. Review of grants applications for JTPA or Perkins funding.

N =	1	5	1	4	1
	8%	42%	8%	34%	8%
	ALWAYS	USUALLY	SELDOM	NEVER	NO RESPONSE

c. Common or cross representation on vocational advisory committee and PICs.

N =	1	3	2	5	1
	8%	25%	17%	42%	8%
	ALWAYS	USUALLY	SELDOM	NEVER	NO RESPONSE

d. Is there an exchange of program listings among PICs, SDAs, Secondary/Technical Education and Voc Education?

N =	1	5	1	4	1
	8%	42%	8%	34%	8%
	ALWAYS	USUALLY	SELDOM	NEVER	NO RESPONSE

e. Are there cooperative agreements, written or informal, among these groups?

N =	1	3	1	5	2
	8%	25%	8%	42%	17%
	ALWAYS	USUALLY	SELDOM	NEVER	NO RESPONSE

Question 3. PLEASE PROVIDE A BRIEF STATEMENT OF YOUR PERCEPTION OF COORDINATION AMONG JTPA, VOCATIONAL EDUCATION, SECONDARY EDUCATION, AND POST SECONDARY EDUCATION IN THE STATE.

Response: *"Very good with representation from all areas on PIC."*

"From the technical college perspective, coordination with JTPA addresses a number of the needs of the target populations, including basic skills and occupationally specific training opportunities, easily accessible locations, and a wide range of supportive services (i.e. Career Planning, Job Placement, Assessment, Counseling, etc.)."

"Have no knowledge of such coordination."

"Poor at best. None at worst. What else can be said!!!"

"Information cooperation among all agencies to avoid duplication of training."

"Coordination between JTPA, Voc Ed, sec education & post secondary education is handled informally through a periodic exchange of information and readily accepting each other's referrals and comments."

"In our SDA I feel that there is a good system in place for receiving state/national information. In addition, I feel that there is a cooperative attitude toward coordination between the contractors, public service agencies and the council of governments."

"There appears to be a concerted effort to coordinate services between JTPA, Vocational Education, and Post Secondary Education in the state; however, the extent to which this coordination is effective can only be determined by documenting these referrals and the specific services rendered."

"My perception, based on limited input, is that there needs to be a great deal more coordination among the key JTPA players in the state."

"Coordination is needed among JTPA, Vocational Education, and Secondary Education. Students enrolled in the High School Vocational programs may be in need of continuing their education in a specific skill training/area. These students' skills can be greatly increased or broadened as a result from this transition."

"Presently there is not a whole lot of coordination between these agencies, but I do feel that it would greatly benefit the people that we are supposed to serve by close coordination."

JTPA ADMINISTRATIVE UNIT
Survey Group #4

The Employment and Training Division of the Governor's Office has served as the state administrative unit since the inception of JTPA. Effective May 2, 1990, the Governor transferred administrative responsibility from the Governor's Office to the South Carolina Employment Security Commission (SCESC). The SCESC is in a unique position to provide an example of leadership in improving coordination among the many other state programs responsible for workforce preparation. The responses thus far from the other three survey groups indicate that significant progress has been made in establishing linkages among the groups involved in the state's employment and training system. But the positive strides made in coordination should continue to the point where all participants in the state's job training system work in concert to get the most mileage from the available resources, to reduce duplication of effort, and, most important, to serve the needs of those South Carolinians participating in the programs.

JTPA Funding Distribution for Program Years 1988 and 1989 were as described in the Annual Report to the Governor:

PY 1988

Program Description	Amount
Title II-A Adult and Youth Training (78%)	$19,060,175
Title II-B Summer Youth Employment & Training	9,438,645
Title II-A Educational Coordination (8%)	2,522,332
Title III Dislocated Workers	3,229,985
Title II-A Incentive Funds (6%)	1,968,170
Administrative Audit, Other (5%)	1,158,277
II-A Older Worker (3%)	1,070,231
Title IV	458,311
NCEP Grant	10,000
TOTAL	**$38,916,126**

PY 1989

Program Description	Amount
Title II-A Adult and Youth Training (78%)	$17,457,100
Title II-B Summer Youth Employment & Training	7,155,147
Title II-A Educational Coordination (8%)	2,057,733
Title III Dislocated Workers	2,241,184
Title II-A Incentive Funds (6%)	1,997,200
Administrative Audit, Other (5%)	1,194,807
II-A Older Worker (3%)	852,104
Title IV	99,640
TOTAL	**$33,054,915**

STATE ADMINISTRATIVE UNIT RESPONSES
Section I of Survey
COORDINATION WITH OTHER GROUPS

Question: HOW MANY STUDENTS-/CLIENTS WERE SERVED DURING EACH OF THE YEARS INDICATED?

As compiled by the Governor's Job Training Council, Employment and Training Division:

	PY 1988	PY 1989
In School Programs	4,442	3,990
Post Secondary	2,438	2,806
All Others	12,776	12,940
TOTALS	**19,656**	**19,736**

Question: WHAT JTPA PROGRAMS HAVE BEEN PROVIDED BY SECONDARY EDUCATION AGENCIES AND INSTITUTIONS?

Response: *Basic and remedial education; classroom training-vocational skills; In-school youth programs; summer youth programs.*

Question: DO SECONDARY INSTITUTIONS RESPOND TO RFPs? IF NOT, WHY?

Response: *Yes, if they desire to. RFP/-GARs are made available to all existing service providers and to potential vendors on a mailing list. Public notices are also issued in major newspapers throughout the state.*

Question: ARE POSTSECONDARY INSTITUTIONS AND LEAs ON THE MAILING LIST FOR RFPs? IS THE DISTRIBUTION ON THE STATE LEVEL OR DO INDIVIDUAL TECH COLLEGES OR SCHOOL DISTRICTS RECEIVE NOTIFICATION?

Response: *Yes. Each SDA is responsible for issuing RFPs/GARs in its own geographic area. The State Administrative Unit issues GARs for a limited portion of Title III EDWAA funds, and a portion of the Governor's 22 percent allotment.*

Question: WHAT ARE THE STRENGTHS OF THE RFP PROCESS?

Response: *Competitive procurement; cost comparison; delivery system comparisons; allows for GJTC and PIC review; encourages new service providers.*

Question: WHAT GROUPS OR INSTITUTIONS TEND TO BE FAVORED OR APPEAR TO BENEFIT MORE IN THE RFP PROCESS?

Response: *Technical colleges, although all institutions are given opportunity to respond. Also existing vendors since they are more familiar with the response process and what PICs/GJTC are looking for.*

Question: HOW ARE PEOPLE IN NEED OF JTPA PROGRAMS AND SERVICES IDENTIFIED BY THE SDAs?

Response: *Video, audio, and print media; word of mouth, and referrals of people with friends already in JTPA. School counselor and service provider staff.*

Question: FOR EACH OF THE SDAs AND BALANCE OF STATE, IS THERE REPRESENTATION ON THE PIC FROM SECONDARY VOCATIONAL EDUCATION? TECH COLLEGE(S)?

Response: *The statewide Governor's Job Training Council has appropriate representation. Each SDA would need to respond regarding its PIC.*

Question: TO WHAT EXTENT ARE THE FOLLOWING ACTIVITIES OR ARRANGEMENTS UTILIZED TO CO-ORDINATE PLANNING AMONG PICs?

a. Joint planning of JTPA or Perkins funded activities
b. Review of grants/applications for JTPA or Perkins
c. Common or cross representation on vocational advisory committees and PICS
d. Exchange of listings of programs
e. Cooperative agreements
f. Other

Response: *Information should be obtained from each SDA regarding local planning coordination. State-level coordination exists through GJTC membership and review of annual plans.*

Question: ARE THERE OTHER ELEMENTS WHICH SHOULD BE BROUGHT OUT BECAUSE OF THEIR PARTICULAR EFFECTIVENESS OR PERHAPS A NEED FOR FINE TUNING?

Response: *Stronger GJTC representation on State Board on Technical and Vocational Education; increased conference, workshop, meeting notifications.*

STATE ADMINISTRATIVE UNIT RESPONSES
Section II of Survey
SERVICE TO POPULATIONS WITH SERIOUS BARRIERS TO EMPLOYMENT

Historically, serving the economically and academically disadvantaged has held a high national priority. The reauthorized Perkins Act underscores the continued focus on serving those who are the most difficult to serve, which demands that significant coordination take place between those South Carolina agencies charged with the responsibility of identifying eligible populations, of planning effective training and education programs for that population, and of implementing those programs at the community level. Fiscal restraints require a careful weighing of the state's workforce training needs and then a priority ranking of those needs. This operation should involve all the partners -- educational agencies and institutions, the advisory councils, the business community -so that all these resources contribute to the process. The combined strengths of these groups, acting in cooperation, can result in workable, well-considered plans and programs which are not duplicative in scope or mediocre in substance. Those populations identified as having serious barriers to employment stand to benefit the most from such cooperative ventures, and the state as a whole deserves nothing less than the best efforts of all involved in the workforce training and education system.

QUESTION: WHAT ARE THE TOTAL ELIGIBLE POPULATIONS IDENTIFIED WITH THE FOLLOWING CHARACTERISTICS, AND WHAT WERE THE NUMBER SERVED BY JTPA WHO HAD THESE CHARACTERISTICS?

	Served PY 1988	Completed PY 1988	Placed PY 1988	Served PY 1989	Completed PY 1989	Placed PY 1989
A. Welfare Recipients	3,449	2,965	1,193	3,384	2,633	1,220
B. H. S. Dropouts	5,860	4,895	2,695	5,548	4,311	2,750
C. Handicapped	1,138	937	488	1,342	1,006	560
D. Limited English	98	50	38	77	62	31
E. Single Parents	2,932	2,374	1,553	2,986	2,326	1,617
F. Criminal Offenders	2,637	2,295	1,187	2,336	1,901	1,272
G. Displaced Homemakers	4,406	2,827	2,273	6,732	2,223	2,958
H. Displaced Workers	4,406	2,827	2,253	6,732	4,223	2,958
I. Veterans	917	796	608	887	659	520
J. Teenage Parents	226	194	106	199	165	79
K. Older Workers	989	867	488	817	586	380
TOTALS	19,656	15,959	8,653	19,739	14,255	8,615

As reported by the State JTPA Administrative Unit.

STATE ADMINISTRATIVE UNIT RESPONSES
Section III of Survey
PERFORMANCE STANDARDS

Question: DO PERFORMANCE STANDARDS INFLUENCE RECRUITMENT AND/OR ENROLLMENT PRACTICES? DO PERFORMANCE STANDARDS AFFECT JTPA SERVICE TO POPULATIONS MOST AT RISK?

Response: Yes, because in some instances, meeting or exceeding certain performance standards provides for incentive funds to be awarded. General performance criteria include Adult Entered Employment Rate, Adult Average Wage, Adult Welfare Employment Rate, Adult Cost Per Employment, Youth Entered Employment Rate (out-of-school), Youth Positive Termination Rate (in- school), Youth Cost Per Positive Termination (all youth), Youth Employment Enhancement Rate (in-school).

FINDINGS

1. Grants for funding JTPA programs are awarded to the "best" proposals submitted in response to RFPs. The opinion shared by school district vocational coordinators and vocational center directors is that groups with substantial staff are better able to assemble the successful proposals. Greater personnel resources are characteristic of larger institutions or districts; consequently, the perception is that smaller organizations are not as competitive in the RFP/GAR process as those with the financial resources to have experienced grants staff or trained writers. A number of respondents commented that JTPA staff provided assistance over the telephone and were willing to provide technical assistance in preparing grants applications or answer questions about the particulars of RFPs. JTPA cannot, however, provide assistance on the competitive Title II-A grants other than that allowed by the formal process prior to the closing date of the RFP/GAR. Once an application is approved, JTPA staff can help with developing or writing contracts. JTPA staff can provide different and more detailed technical assistance when the GAR involves non-competitive grants.

2. There was generally strong agreement that progress has been achieved in coordination efforts among the various groups. Consensus is that efforts should be continued toward achieving an even higher level of cooperation among the diverse groups which comprise the state's workforce training system.

3. The school district and vocational center personnel, more than any other group surveyed by the Council, expressed the perception that gaps exist in coordination. Yet this finding is contradicted by the State Department of Education, Vocational Education Office report, Item V. Coordination, in the "1989-90 Annual Report for Vocational Education." In that report, 92% (96 of 104) of the school districts/other eligible recipients of state and federal funds indicated that coordination efforts between their school district/vocational center and other educational training entities (i.e., technical education, JTPA, etc.) had been somewhat (44) or very (52) effective.

4. Only one Service Delivery Area was able to provide complete assessment data on the math and reading skills levels for eligible youth served in Summer Youth Programs. Some SDAs stated they used BSAP and CTBS test scores, although the legislation clearly calls for an assessment of these skills, and "a service delivery area shall expend funds (from the Act or otherwise available to the service delivery area, or both) for basic and remedial education as described in the job training plan under Section 104. Pre-test and post-test scores could provide valid information on reading levels for the purposes of the training program objectives and/or gains achieved.

5. The reported data show the state was able to achieve the standard in positive termination rate for youth (PY 1988). But the figures for individuals (youth) ending participation do not reflect how many ended as completers or how many abandoned the program. Of the 7,913 youth reported enrolled, 6,491 ended JTPA participation, and 2,156 entered employment. No indication was given as to the disposition of the remaining 4,335 youth.

6. All SDAs expressed a desire to be more involved in planning and policy making activities, particularly with Perkins-funded initiatives.

7. Responses from secondary education revealed a lack of fundamental knowledge about the JTPA programs and the Act (JTPA).

8. Performance standards were viewed as a positive factor in influencing program outcomes and a legitimate requirement for ensuring accountability on the part of service providers. There are incentives to serve the more needy segments of the population and target specific groups such as: AFDC recipients, economically disadvantaged, dropouts, academically disadvantaged, and the handicapped.

9. All of the survey groups reported strengths in the GAR/RFP process. They noted that:

- ✔ the process fostered competitiveness and innovation among providers;
- ✔ the RFP/GAR had clear instructions and a well-structured format;
- ✔ the RFP/GAR offered equal opportunity for all applicants.

10. Technical colleges' responses to the questions on coordination between PICs, SDAs, vocational education and technical colleges revealed that key activities were frequently perceived as being handled without significant coordination among the groups.

11. The response rate from secondary level vocational education personnel was lower than for the other groups, and appreciably lower than the reported response in the "1989-90 Annual Report for Vocation Education." All local school district/other eligible recipients are required by State Law (Regulations) to complete and submit an annual progress report which is complied and reported in the "1989-90 Annual Report ...", while response to the State Council's survey was indeed voluntary. Lower response rate may indicate a reluctance to respond due to unfamiliarity with the JTPA programs, a lack of interest or the feeling that JTPA programs are beyond their sphere of responsibility, or a failure to understand the role of the State Council in this area.

RECOMMENDATIONS

RECOMMENDATION 1: There should be designated and periodic formal orientation for school district coordinators, vocational center directors, and technical college JTPA coordinators regarding JTPA programs and preparation of competitive applications. Workshops on the JTPA delivery system should be in cooperation with the Office of Vocational Education and staff of the State Board for Technical and Comprehensive Education.

RECOMMENDATION 2: Local vocational education/technical education personnel have a responsibility to know one or more designated JTPA staff persons who would provide direct assistance, when appropriate, in preparing proposals in response to GARs. As a matter of procedure, the GAR names a contact person who can provide additional information or answer questions prior to the closing date.

RECOMMENDATION 3: The state administrative unit, in cooperation with the individual SDAs, should take steps to determine the most feasible way to address the topic of assessing and documenting the reading and mathematics skills levels of eligible participants in JTPA programs.

RECOMMENDATION 4: Data on participants should be separated into more descriptive categories to show the disposition of <u>all</u> program participants (enrollees) with particular attention to those who fail to complete programs and/or fail to enter employment.

COMMENDATIONS

COMMENDATION 1: The JTPA administrative unit is commended for progress in the area of cooperation and coordination. As noted in the Governor's Job Training Council's Annual Report to the Governor, "a major thrust of the Council during PY'89 was the development of cooperative working relationships with other programs responsible for various aspects of workforce preparation." Clearly this extra effort has yielded noticeable results; the major partners in the job training system report they believe there is a greater degree of coordination and an enhanced spirit of cooperation among the involved groups in recent times.

COMMENDATION 2: The JTPA system for the state is commended for success in attaining the established performance standards.

COMMENDATION 3: The JTPA State administrative unit, administrators of the SDAs, participating technical college JTPA coordinators, and participating school district and vocational center JTPA coordinators are commended for their cooperation and timely responses to the Council's request for information.

APPENDIX I

STATE COUNCIL MEMBERS

Mr. Larry Patrick Chairman	Bowman Private Sector
Mr. Frank M. Hart Vice-Chair	Marion Secondary Education
Mrs. Deanne Jolly Executive Committee	Columbia Private Sector
Mr. David Berry	Orangeburg Private Sector
Mrs. Shirley Corbett	Florence Post-Secondary Education
Mr. Frank Lanford	Seneca Secondary Education
Mr. John Mahon	Chesterfield Private Sector
Ms. Mary Lou Richardson	Columbia Private Sector
Mr. Lonnie Rowell	Summerville Private Sector
Mrs. Eunice Spilliards	Ridgeland Secondary Education
Mr. James W. Tanner	Johnsonville Post-Secondary Education
Mrs. Judith Warner	Wagener Private Sector
Dr. P. T. Williams	Sumter Post-Secondary Education

State Council Staff

Dr. Robert H. White	Executive Director
Mrs. Barbara S. Anderson	Executive Assistant
Mrs. Lib Shealy	Administrative Assistant
Mr. David Reese	Accounting Technician

APPENDIX II

GLOSSARY OF TERMS

CBO: **Community Based Organizations** are private, non-profit groups within communities which are providers of programs or services.

COG: **Council of Government.**

EDWAA: The primary purposes of the **Economic Dislocation and Worker Adjustment Act** are to establish an early readjustment capacity for workers and firms in each State; to provide comprehensive coverage to workers regardless of the cause of dislocation; to provide early referral from the unemployment insurance system to adjustment services as an integral part of the adjustment process; to emphasize retraining and reemployment services rather than income support; and to create an on-going substate capacity to deliver adjustment services.

GAR or RFP: **Grant Application Request** is the document sent out by the State Administrative Unit or the Service Delivery Areas within the state soliciting applications or proposals to provide employment and training activities and services under the Job Training Partnership Act. GAR is synonymous with RFP, or **Request For Proposals.**

GJTC: The **Governor's Job Training Council** plans, coordinates, and monitors state employment and training programs and services, but cannot operate programs or provide direct services.

JTPA: The **Job Training Partnership Act** establishes programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment.

LEA: A **Local Educational Agency** is normally the school district, but it can be any educational agency which is eligible to receive Federal funds.

NASCOVE: The **National Association of State Councils on Vocational Education** is an association composed of the State Council on Vocational Education from each of the states and territories.

PIC: The **Private Industry Council** shares overall policy and oversight responsibility for local JTPA programs with chief local elected officials. The PIC represents local business leaders who must make up a majority of its members. Other PIC members represent education, organized labor, rehabilitation agencies, community based organizations, economic development agencies and the local employment service.

SBTCE: The **State Board for Technical and Comprehensive Education** is the state-level board for policy, coordination and General Funds distribution for technical education provided by the technical colleges.

SCESC: The **South Carolina Employment Security Commission** is the state agency responsible for administering JTPA.

SDA: **Service Delivery Areas** are the districts within a state through which direct job training services are delivered. Each SDA has a private industry council (PIC), and states must provide 78 percent of their allocations to SDAs.